UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/AC.121/40/Add.1
22 April 1993
ENGLISH
ORIGINAL: ENGLISH AND RUSSIAN

SPECIAL COMMITTEE ON PEACE-KEEPING
OPERATIONS

COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Secretary-General

Addendum

CONTENTS

Page

REPLIES RECEIVED FROM GOVERNMENTS

Canada 2

Yugoslavia 6

Russian Federation 7

CANADA

[Original: English]

[13 April 1993]

Introduction

1. Since the extraordinary session of the Special Committee on Peace-keeping Operations held in August 1992 to consider the report of the Secretary-General entitled "An Agenda for Peace: Preventive Diplomacy, Peacemaking and Peace-keeping" (A/47/27-S/24111), the growth in the number, scale and complexity of peace-keeping operations has continued unabated.

2. Peace-keeping operations as traditionally understood continue to undergo rapid conceptual and practical change in response to the many new threats to international peace and security. While in many instances traditional peace-keeping operations will remain viable and appropriate, peace-keeping has now often moved beyond its traditional functions of monitoring, observing, reporting and supervising agreements and cease-fire lines. Missions are now likely to be multifaceted with the peace-keeping component operating alongside and in support of components responsible for political development and reconciliation, elections or referendums, humanitarian aid and relief or economic reconstruction and development. Several major proposals in "An Agenda for Peace" have been or very shortly will be implemented. A preventive deployment of peace-keepers has taken place in Macedonia and a peace enforcement operation, UNOSOM II, is now mandated by the Security Council.

The challenge

3. Peace-keeping operations must be operationally effective in order to meet the purposes for which they are established. They must be efficient in carrying out their mandate as the resources of the United Nations and Member States are finite. Inefficient use of human, material and financial resources will impair operational effectiveness. The challenge of effectiveness and efficiency has been brought into sharper focus through the pressures created by the increased number, scope and complexity of operations. These tremendous increases have placed a severe strain on the Secretariat, both organizationally and financially.

4. A further development, positive and most welcome, is the considerable expansion in the number of Member States participating. Understandably the contingents provided by Member States vary as to unit structure, equipment, support systems, training and doctrine. These contingents must be brought together, frequently with very little notice, and integrated into a cohesive and well-coordinated team. How to ensure the individual contingents function well together in a short period of time constitutes another element of the challenge. The Special Committee on Peace-keeping Operations has put forward many sound proposals to enhance effectiveness and efficiency, in both the field and the Secretariat, in the planning, mounting, deployment, command and maintenance of peace-keeping operations. It must continue to do so.

Review of initiatives currently under way

Reserve Fund

5. A Reserve Fund to assist in the financing of peace-keeping operation start-up costs has been established by General Assembly resolution 47/217 of 23 December 1992. Canada believes that this is a necessary and timely initiative which will contribute in a very effective manner to meeting the immediate initial expenses of operations. Use of the Fund to acquire critical equipment needed at the start of operations should be initiated. Such use of the Reserve Fund would save on costs, enhance readiness and enable more timely deployment of missions. Such an application of the Fund would contribute to its aim of rapid response of the Organization to the needs of peace-keeping operations.

Civilian police adviser

6. A civilian police adviser has been selected to fill this important post in the Secretariat. We look forward to the adviser taking up these duties as soon as possible.

Protection of peace-keeping personnel

7. Canada supports the efforts of Member States in the General Assembly and Security Council calling for measures to strengthen the protection of peace-keeping personnel. It is the obligation and duty of all Member States, particularly host States, to take all steps necessary to guarantee the safety and security of personnel. The United Nations should enhance its ability to receive from a variety of sources and analyse all information pertinent to the security of troops in the field and to transmit such information in very short order to the units affected. Such information can and does save lives.

United Nations Stand-by Forces for Peace-keeping Study Team

8. As a follow-up to the questionnaire to Member States on resources available for peace-keeping, the Secretary-General has established a study team to identify the types of unit building blocks (infantry, aviation, logistic, observers, etc.) required for various operations. The team will also develop model memoranda of understanding which then may be used to establish commitments between Member States and the United Nations on what resources may be made available for peace-keeping. (Canada has already advised the Secretary-General of resources which it will hold in readiness for operations.) The study currently under way will provide much-needed guidelines on the types of unit required and may also provide findings which may be applied to updating the "Notes for Guidance of Troop Contributors" for specific missions. Canada is pleased to be contributing a logistics expert to the Stand-by Forces Study Team.

Logistics concepts, doctrine and standard operating procedures project

9. This project, recommended to the Special Committee on Peace-keeping Operations in April 1992, has been taken up by the Secretariat and a project team began preliminary work this March. This project, for which Canada has provided the project director, an administrative officer and administrative

support, will address the need for a compendium of standardized logistics doctrine and procedures for use by peace-keeping missions and the Secretariat. It will look upon logistics support as a continuum from the field to the Secretariat and back to the field.

Enhancement of the capability of the Department of Peace-keeping Operations and Field Operations Division

10. Steps have been taken to address the critical need for additional staff in the Secretariat departments and divisions responsible for peace-keeping operations. A significant increase in these staffs is justified given their vastly expanded workload. Canada supports efforts to obtain additional staff for peak periods. Such additional staff should be made available for longer periods than has often been the practice, e.g. one to two years versus three to six months, in order to ensure coherence, cohesiveness and continuity.

11. A situation room is being established within the Department of Peace-keeping Operations. We commend the Secretariat for taking this step. A situation room will provide for more effective command and control structures and also for enhanced coordination between the Secretariat and field missions. It will also enhance the Secretariat's ability to inform and brief troop contributors on the circumstances of their contingents.

Proposals for further development and enhancement

Preventive diplomacy - the need for information and analysis

12. There is a critical need for an information and analysis capability within the Secretariat. Preventive diplomacy can be more successfully undertaken if developing trends in mass migration of populations, agriculture conditions, the environment, the global economy and potential conflicts can be identified and addressed before they have become actual threats to international peace and security. Much of the information needed is readily available from Member States, through public sources and from United Nations agencies. Such information needs to be analysed and drawn from as wide a range of sources as possible to maximize its usefulness.

Medical planning - a focal point

13. Canada believes that a medical adviser should be added to the staff of the Military Adviser to provide a dedicated focal point in the Secretariat for planning, reviewing and monitoring the medical equipment and staff requirements to support peace-keeping personnel. A critical factor for all troop-contributing nations in assessing the possible deployment of their personnel to peace-keeping operations is the availability and quality of medical support.

Geographic (mapping and charting) support

14. The capability of the Secretariat to provide geographic support, that is, the provision of maps and charts to peace-keeping operations, should be improved. Agreements between troop contributors already exist in many

instances. Such agreements are generally cost-effective, responsive and avoid duplication of effort. However, coordination by the Secretariat in determining map sources and availability, the appropriate series and scales required and coordinating printing and in-area distribution would enhance geographic support. Canada is willing to assist in formation of a geographic support cell.

Training

15. The development of means to make available a basic level of peace-keeping training to all troop contributors is required. Canada commends the efforts of the Military Adviser, the United Nations Institute for Training and Research and some Member States to develop training packages, particularly those which may be used with troop-contributing Member States. Training guidelines for specialized civilian units such as electoral officials and civilian police are also required. Canada advocates the utilization of the money received from the 1988 Nobel Peace Prize for the creation of a trust fund to finance peace-keeping fellowships. Canada invites the Secretary-General to report on this proposal at the forty-eighth session of the General Assembly.

Matériel readiness

16. Readiness for peace-keeping operations requires not only prior planning but the ready availability of critical equipment essential to the start-up of operations. The stockpiling of matériel required immediately upon deployment of peace-keeping operations should be undertaken. Acquisition of matériel such as vehicles, communications equipment, tentage, prefabricated shelters, material-handling equipment, storage aids and ADP equipment could be effected in such a fashion so as to enhance readiness and also equipment standardization in the interests of contingent interoperability.

Public affairs

17. To be successful and sustainable, peace-keeping requires the support of the public. Consequently, a proactive approach needs to be taken by the Secretariat and the field missions in the area of public information. Too often it has only been a set-back or negative incident which receives media, and hence public, attention. The United Nations is often reduced to merely a reactive role in response to negative developments in the field. The mandate, responsibilities and activities of each operation must be publicized in order that affected populations, the media and our own populations may establish informed views on United Nations activities. The United Nations story needs to get out more clearly.

Concluding remarks

18. The valuable current initiatives of the Secretary-General reviewed above and further proposals by States Members of the United Nations will help to meet the need for all peace-keeping operations to be efficient and effective and broadly supported. The practices, procedures and actions recommended will assist national contingents to function together in a highly effective and cohesive manner within a shorter period of time than would otherwise be possible. Much work has been done, significant progress has been made, but much remains to be done.

YUGOSLAVIA

[Original: English]

[31 March 1993]

We would like to take this opportunity to reiterate that the Federal Republic of Yugoslavia has always highly appreciated and supported, and will continue to do so, the United Nations role in strengthening international peace and security under the Charter of the United Nations and its ongoing peace-keeping operations, including in the territory of the former Yugoslavia. In this context, we draw attention to some important questions relating to a more effective and rational performance of this role.

1. In paragraph 24 of resolution 47/71 of 14 December 1992, the General Assembly urges Governments of host countries to provide the greatest possible logistic and material support for peace-keeping operations.

In this respect, we wish to stress that since the establishment of the United Nations Protection Force (UNPROFOR), Yugoslavia has endeavoured to reduce, by its contribution, the cost of this United Nations peace-keeping operation. In spite of the very serious economic situation and the implementation of sanctions imposed under Security Council resolution 757 (1992), the Yugoslav Government provided facilities for the accommodation and work of UNPROFOR personnel as well as its headquarters, a logistic base, some means of transport, services at military airports free of charge, etc. This has been brought to the attention of the highest organs of the world Organization.

However, it should be noted that the United Nations has been late in paying for the services rendered by local enterprises and institutions and has even denied some of the debt.

It would, therefore, be logical to make a provision in the text of paragraph 24 of resolution 47/71 that the United Nations itself should ensure that peace-keeping operations are as cost-effective as possible (e.g. to use the existing infrastructure-office space and apartment buildings, roads, satellite communication stations, etc.).

2. Paragraphs 43 to 48 refer to the need to make greater use of the United Nations potential to deter possible aggression. In this regard, the experience of the UNPROFOR operation shows that an appropriate mechanism has not been devised to deal with the problem of aggression once the peace-keeping forces were in place in the United Nations Protected Areas (UNPAs).

During Croatian aggression in the United Nations Protected Areas, Sector South, on 22 January 1993, the dispositions of the UNPROFOR operation plan, adopted by the General Assembly at its forty-sixth session, were not applied. Namely, under the plan, "In the event of a serious deterioration of inter-ethnic relations in the UNPAs, UNPROFOR will be interposed between the two sides to prevent hostilities". It is well known that the Croatian armed forces committed an aggression on part of the territory under the protection of UNPROFOR, with

impunity, by storming UNPROFOR positions, setting fire to Serbian villages and killing civilians who were supposed to be protected.

Moreover, Croatia, as a State Member of the United Nations, has not complied with Security Council resolution 802 (1993) and withdrawn its troops behind cease-fire lines. In such and similar situations, a mechanism should be established to ensure effective implementation of the decisions adopted by the Security Council.

3. The Government of the Federal Republic of Yugoslavia has undertaken resolute steps to give effect to the provisions of paragraphs 49 and 50 of General Assembly resolution 47/71 urging that the safety and security of United Nations personnel and of humanitarian actions undertaken under United Nations auspices be ensured. This, however, was not the case with either the Croatian side or the Muslim Government of the former Bosnia and Herzegovina, whose troops killed and wounded UNPROFOR personnel, as indicated in the report of the Secretary-General of 10 February 1993.

In our opinion, the United Nations has not strongly condemned such acts nor has it applied severe measures against the parties responsible for the loss of life inflicted on UNPROFOR.

RUSSIAN FEDERATION

[Original: Russian]

[16 April 1993]

Today, when the bipolar world order has receded into the past, the United Nations at last has the real opportunity to fulfil its rightful role as the key element in the system of collective security set out in its Charter.

The proliferation of local crises, both between neighbouring States and within a single country, caused primarily by an upsurge of aggressive nationalism or other forms of intolerance, is increasingly being perceived by the international community as a threat to international and regional peace and stability. This calls for more active involvement on the part of the Organization in efforts to prevent, manage and settle conflicts.

In these circumstances, United Nations peace-keeping operations, which have proved their effectiveness as the only means of maintaining international peace and security, are becoming increasingly important. The sharp increase in the number and size of United Nations peace-keeping operations since the end of the 1980s and the transition from conventional to multi-component operations have clearly demonstrated the need to strengthen the Organization's capacities in this area in order to enable it to justify the increased confidence placed in it by a large number of States. Meanwhile, the United Nations is already working to the limit of its resources and is not in a position to meet requests to send troops and military observers to every conflict area.

In our view, the Organization's peacemaking activities could be modernized in two basic ways: by enhancing the effectiveness of the Organization's

efforts, and institutionalizing and fine-tuning a mechanism for cooperation with regional organizations that could - with the Organization's support - assume their share of the responsibility for preventing and settling conflicts in their respective regions.

In particular, it would be useful to compare national peace-keeping concepts and doctrines. The Special Committee on Peace-keeping Operations could, at its current session, establish an open-ended working group to integrate and harmonize such concepts and doctrines. For this purpose, the experience of the North Atlantic Cooperation Council's ad hoc group on peace-keeping, which has been in operation since the beginning of this year, might be useful.

Without question, considerable potential exists for enhancing the effectiveness of United Nations peace-keeping activities by expanding the Organization's role in the field of preventive diplomacy, and improving methods of collecting and analysing information, fact-finding procedures and confidence-building measures. Such measures will reinforce traditional peacemaking.

A prerequisite for the success of peace-keeping operations is the creation of the appropriate political and organizational conditions for their implementation. This presupposes, first of all, the Security Council's elaboration of a precise and clear-cut mandate, the loyal cooperation of all States Members of the United Nations (including their willingness to contribute the necessary personnel), impartiality, effective political and military leadership, and appropriate financial, material and logistical support.

Peace-keeping operations are not an end in themselves: they should be undertaken in the context of clear political tasks and should promote - not replace - a negotiated settlement between the parties to the conflict. Otherwise, the deployment of peacemaking forces runs the risk of perpetuating the conflict itself or, at best, an ambiguous and volatile state of "neither war nor peace".

Considering the complexity and diversity of the tasks of peace-keeping operations, it is becoming increasingly urgent - especially in the light of the current operation in Somalia - to study the phases in which operations are to be carried out and the interrelationship of the individual components of a unified whole. Each phase of the operation should help advance the process of a political settlement. It would then be possible, in each instance, to concentrate on the most essential task, on whose solution the whole process depends and, consequently, to help move that process forward. At the same time, this approach could help reduce the cost of the operation.

However, all this requires the solution of a number of political and conceptual problems and, at the same time, the implementation of measures to ensure the practical cooperation of States with the United Nations. First of all, consideration should be given to improving the Organization's communications and information systems (in particular, by introducing round-the-clock direct communications links between Headquarters and field operations) and the planning of and material and logistical support for operations, creating a unified training system for military and civilian

personnel, strengthening the respective Secretariat units and enhancing coordination among them and with donor countries.

Russia is ready to work together with other States and the Secretariat to determine the optimum ways of restructuring Secretariat units, including the Department of Peace-keeping Operations, in order to enhance their effectiveness while retaining all of their acquired potential. In the first stage, it would be worthwhile to complete the efforts to strengthen the group of military advisers and also to establish an information centre to maintain round-the-clock liaison with field operations. The centre could also serve as a focal point for exchanging information and preparing for United Nations interaction with the regional organizations involved in peace-keeping activities.

In our view, priorities for the restructuring of the Secretariat should be greater professionalism, preventing duplication of existing structures, and the judicious use of resources.

Given the prevailing multifaceted composition of peacemaking forces and the tendency to broaden the objectives of the operations, including their increased political significance, it is important to ensure appropriate representation of military and civilian personnel in administrative structures.

Recent events in Croatia and Cambodia, which have resulted in losses among the Blue Helmets, have once again brought the question of the safety of personnel to the forefront. The Security Council should be prepared to take the most decisive and, if necessary, stringent measures in this area. The Council's recent statement on this subject deserves full support. We propose that further consideration be given to the idea of creating a mixed group of military and civilian experts to make recommendations on ways of ensuring the safety of personnel.

One of the main areas in the further development of peacemaking is the coordination of efforts at the global and regional level, in accordance with Chapter VIII of the Charter. It is obvious that, for a future system of collective security, a strong centre - namely, the Security Council, which retains the principal responsibility for maintaining international peace and security - and strong regional links are of equal importance.

The practical implementation of the principle of decentralization of responsibility for peace-keeping is already making it possible to lighten the burden on the United Nations, including in the most critical and explosive situations. The specific actions taken by the Conference on Security and Cooperation in Europe to settle the crisis in the former Yugoslavia, seek a political solution in Nagorno Karabakh, involve the Western European Union in the enforcement of United Nations sanctions against the Federal Republic of Yugoslavia in the Adriatic, and the implementation by the countries members of the North Atlantic Treaty Organization (NATO) of the Security Council's mandate to monitor the "no-flight" zone in Bosnia and Herzegovina are steps in this direction. The Organization's efforts to support the peacemaking actions undertaken by Russia and a number of other countries of the Commonwealth of Independent States in the territory of the former USSR also deserve approval. We will welcome the further expansion of such efforts.

A key element in the success of United Nations peacemaking activities is adequate financing. The problems in this area are not new and are well known. However, today those problems must be solved as a matter of urgency. Russia is in favour of the greatest possible diversification of sources of financing (private funds, trade and banking institutions, contributions "in kind" in the form of experts, means of transport and material and logistical support), the universalization of the principle "peace has its price", and a study of ways of adjusting the existing scale of assessments for peace-keeping in order to ensure greater fairness.

Linkage of peacemaking efforts at the United Nations and regional levels would also make it possible to relieve the financial pressure on the United Nations by drawing on the resources of regional organizations.

Russia supports the measures to enhance the effectiveness of United Nations peacemaking activities. It is prepared to work closely with other Member States and the Secretary-General on the whole spectrum of issues relating to this area.